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ABSTRACT

This report summarizes the findings of four technical studies on public education finance in Oregon. After describing the intent and scope of each of the studies, the report sketches the general conclusions reached on the structure of the public educational system in Oregon, the state's General Fund, and the financing of each sector of Oregon public education (elementary, secondary, education service districts, community colleges, and higher education). Attention is focused on findings on elementary and secondary level finance--the most costly of Oregon's public education expenses. (JW)

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FINANCING PUBLIC EDUCATION IN OREGON

Summary Report

April 1983

EA 016 070

Foundation for Oregon Research & Education

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The Foundation for Oregon Research and Education (FORE) is a nonprofit statewide research organization comprised of individuals and corporate citizens concerned about the quality of education and government. Using volunteers from the business and professional community, FORE conducts education and public policy studies in an effort to strengthen the performance of state and local services in Oregon. Projects undertaken by FORE are funded by the private sector.

Prepared by:

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ANGUS DUNCAN

INTRODUCTION

Education: Oregon's Biggest Industry

Education is Oregon's major industry. Our statewide education system employs over 92,000 persons — about 60% more than the forest products industry, Oregon's next largest employer with 57,000 workers.

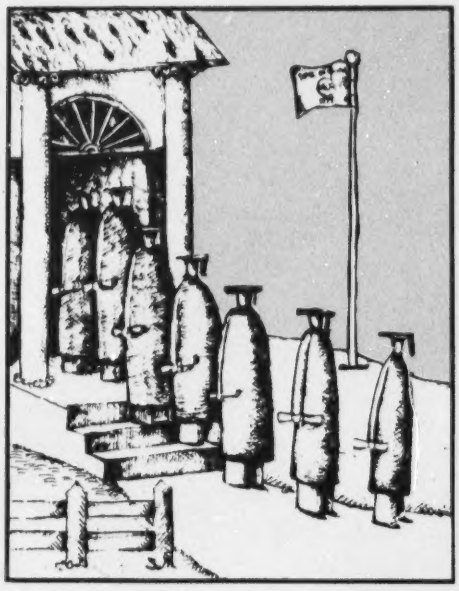
Oregon's $2 billion-a-year education industry is the major recipient of our tax dollars. About 60% of all state and local taxes paid by Oregon taxpayers support various components of the education system. And that share is growing.

The size and financial demands of education make it the principal activity of government in Oregon. As a result, education finance issues are central to any discussions of government finance and taxation at the state or local level.

How much is Oregon spending on education? Is the state getting its money's worth? How does Oregon compare with other states? What's in store for the future of education finance?

Aware of the critical importance of education and education finance in Oregon's economic future, the Foundation for Oregon Research and Education (FORE) has completed a comprehensive study to help answer some of these questions. The study explores recent trends in state and local public education revenue raising and spending patterns, and offers projections of future needs.

FORE's purpose is to contribute to current discussions on tax and education issues at the State Legislature, and to assist in the development of solutions to Oregon's growing education finance problem.



Getting the Facts and Figures

This study was completed in four phases:

Phase I: Interviews with Policymakers. Forty-five leaders in education, government and business were surveyed to identify prevailing thought and opinion on education problems and possible solutions.

Phase II: Overview of Oregon's Education System. To provide a context for understanding education finance, the structure and scope of the state's entire education system was examined.

Phase III: Guide to Education Finance in Oregon. Financial data on all components of statewide education spending were compiled to find out how Oregon pays for education, and how much.

Phase IV: Elementary/Secondary School Finance. One component of state-wide education, local public schools, was made the focus of in-depth financial analysis, including trends and projections.

FORE retained technical consultants to assist with the study. Don Barney & Associates, a Portland firm specializing in public policy analysis, headed the consultant team. Chastain Economic Consulting, of Salem, collected and analyzed extensive fiscal data and authored the major technical reports. Angus Duncan, a Lake Oswego-based consultant, conducted many interviews with opinion leaders.

Working closely with FORE, the consultants developed a series of research tasks to capture the history, present condition, and future direction of Oregon's education finance system.

Study tasks included a review of the structure of statewide education decisionmaking and education funding. Individual components of public education — elementary/secondary schools, education service districts, community colleges, and higher education — were also studied. The roles and objectives of each education component were reviewed, along with historical revenue and spending patterns over the past 20 years.

Summary Report

This summary report has been prepared to highlight the study's findings for a broad audience concerned about financing education in Oregon. The report presents detailed information and analysis to assist Oregon's education and legislative leaders and other interested persons in understanding the current system and formulating alternatives.

The summary report is supplemented by four technical reports that detail the study findings. The summary does not serve to replace these products prepared for each phase of the study. **Readers are encouraged to review the technical reports, available from FORE.**

CONSTANT DOLLARS vs. CURRENT DOLLARS

Throughout this report, many of the revenue and expenditure patterns are described in "constant" dollars. This method removes the effects of inflation, and thus demonstrates "real" trends. A notation is made wherever constant dollars are shown rather than current dollars.

OREGON'S PUBLIC EDUCATION FINANCE SYSTEM

The Looseknit Structure of Oregon Education

No central group, other than the Legislature, is responsible for directing, coordinating or monitoring the financing of education in Oregon.

Oregon, in law and practice, has evolved a vastly decentralized organizational structure to carry out its education functions. The three major components of statewide education — elementary/secondary education, community colleges, and higher education (state colleges and universities) — are organized and run as separate systems.

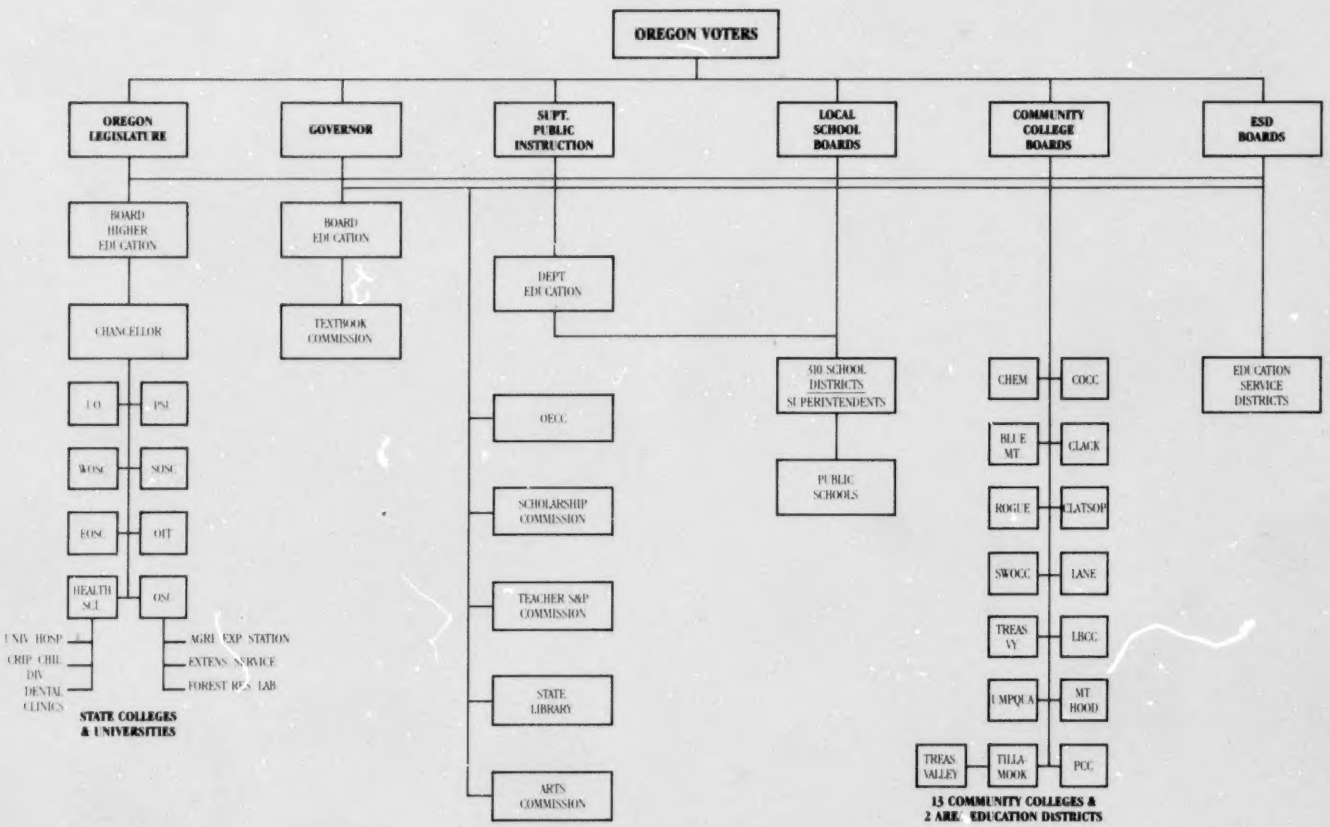
The three components are guided by appointed citizen boards, the Boards of Education and Higher Education, that provide general policy oversight and standards. But under each of these systems, the broadest decisionmaking discretion and independence is left to the individual institutions and their operating units.

The Governor and the State Legislature have important roles in the state-wide education structure. The Legislature exercises budgetary authority over state education spending through adoption of the State budget every two years. The Governor proposes a biennial budget and appoints citizens to education boards. These roles give the Legislature and Governor periodic, rather than continuing influence over state-wide education.

The Legislature created an independent planning and research agency, the Oregon Educational Coordinating Commission, to advise on the activities of all education sectors, but it has little authority.[1]

[1]The many components of statewide public education are described more fully in "Oregon's Education System: An Overview," available from FORE.

OREGON EDUCATION: A SYSTEM OF INDEPENDENT PARTS



State General Fund: The Major Funding Source for Public Education

The State General Fund is a shared — and increasingly contested — resource base for all segments of statewide education.

Despite the decentralized organizational and decisionmaking structure, the three major components of Oregon education have the same financial roots. The finances for all components revolve around the support they receive from the State General Fund.

The General Fund treats each education component differently and finances each component only partially. The level of State support to each sector responds to that sector's respective ability to gain other financial resources. State colleges and universities, for example, derive significant revenues from tuition and federal grants. Community colleges collect tuition and assess local taxes. Elementary/ secondary schools rely heavily on property taxes.

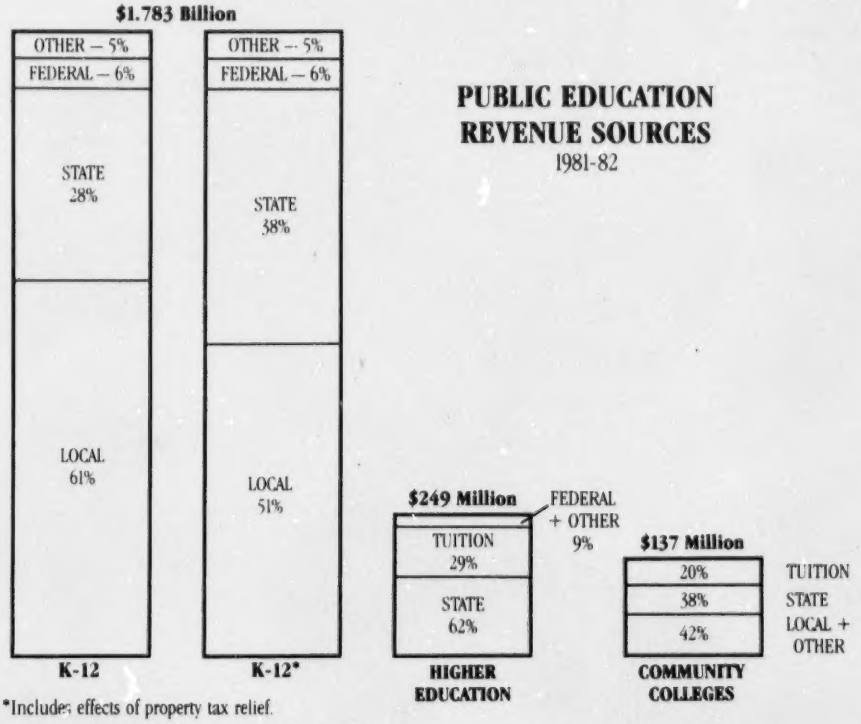
Significant shifts have occurred in General Fund support for education over the past 15 years:

- **General Fund support for education has grown, in current dollars, for all components of public education. Education's percentage share of the General Fund has declined, however.** Between 1967-69 and 1981-83, the portion of the General Fund spent for education fell from 57.8% to 48% (excluding property tax relief).
- **Within General Fund education appropriations, State contributions have shrunk proportionately only for the post-secondary components of education. Elementary/ secondary education's share of the General Fund has risen.** Higher education's share of the Fund has declined from 24.4% to 12.8% since 1967-69. State support for community colleges as a percentage of the General Fund fell slightly, from 3.7% to 3.6% over the same period. Elementary/ secondary education continued to receive about the same proportion of the General Fund, rising from 27.5% to 28.8% over the period (excluding property tax relief).
- **State property tax relief payments, which are also taken from the General Fund, represent a sizable addition to State spending for elementary/ secondary education and community colleges.** About 60% of total property tax relief offsets local taxes for elementary/ secondary schools, and another 5% reduces local community college taxes, so a large part of state relief is education-related. School-related property tax relief in 1981-82 was $165,309,660 — about 12% of the State General Fund.

Elementary/Secondary Education: The Lion's Share of Spending

Oregon's system for elementary/secondary education is a collection of over 300 independent local school districts. Traditionally, these districts have relied on a high level of local support obtained through property taxes. Local taxes have paid approximately 55-60% of the total bill for schools, with the State contributing 30-40%, and other sources making up the balance.

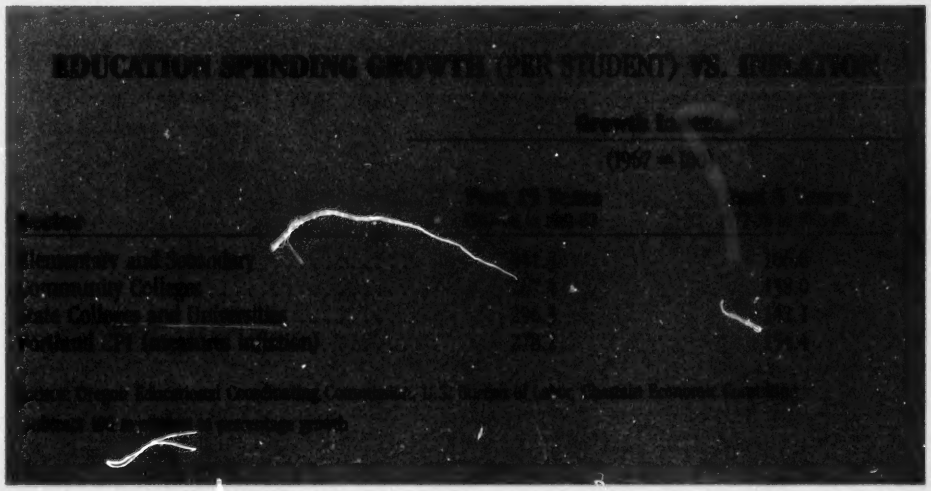
Most of the State's contribution comes from the Basic School Support Fund (BSSF), part of the State's General Fund. BSSF actually consists of four separate grant programs, each having its own distribution formula. Factors such as school operation costs, transportation costs, property tax wealth, and enrollment decline and growth are considered in determining each school district's share of BSSF.



PUBLIC EDUCATION REVENUE SOURCES
1981-82

*Includes effects of property tax relief.

Source: Department of Education, Board of Higher Education



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In the past 15 years, State Basic School Support has risen from $78 million to $426 million. BSSF appropriations have grown faster than inflation, and faster than their source — the General Fund.

Despite this growth in State spending for public schools, the local share of statewide school costs has remained relatively high. Local taxes still cover about 57% of statewide school costs, not including the effects of property tax relief.

Higher expenditures, combined with lower enrollment in Oregon's elementary/secondary system, have led to per-student costs increasing faster than inflation. The numbers of students began to fall in 1970, and by 1983 Oregon public schools had lost over 36,000 pupils — an estimated decline of 7.7%.

Education Service Districts: New Role, Expanding Costs

Oregon also has a system of 29 intermediate level education bodies, called Education Service Districts (ESDs). They link the State with local schools and provide services to school districts within their boundaries, generally along county lines.

Education Service Districts are a lower profile, yet fast-growing component of Oregon education. ESDs now provide over $100 million in services annually. ESD operating budgets for the past two years increased statewide 21.6% and 14.8%, respectively.

Education Service District finances are particularly difficult to track. Neither Oregon Department of Education nor Oregon Education Coordinating Commission has maintained consistent fiscal data on ESDs.

Education Service Districts receive revenue from various sources, but are financed mainly by property taxes. Their primary function until 1977 was to equalize property tax wealth within each county. The 1977 Legislature ended that role, but retained ESDs as a vehicle to provide facilities and special services to the State Board of Education and local school districts. ESD taxing powers were altered, but a portion of the unused ESD tax bases set to achieve equalization was retained for other ESD uses.

Property taxes and other local sources account for about three-quarters of ESD funding. State and federal funds supply the remainder.

Community Colleges: Startling Growth

Oregon has established an extensive system of post-secondary two-year community colleges. The State's thirteen community colleges and two area education districts are located within commuting distance of most Oregonians, serving approximately 85% of the state's population and 60% of its geographic area. Community colleges are organized similarly to local school districts and ESDs, having political boundaries, taxing authority, and locally elected governing boards. Their revenue sources and spending methods are also similar to school districts.

Enrollment has mushroomed at community colleges. Full-time equivalent students (FTE) rose from 14,000 in 1967-68 to 54,000 in 1981-82. This startling growth meant that community colleges captured 44% of post-secondary enrollments in 1981-82, versus 21% in 1967-68.

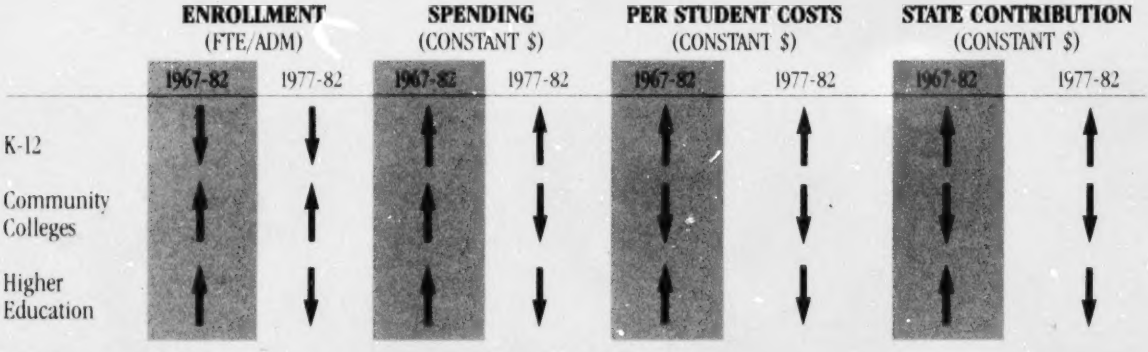
During this same 15-year time period, Oregon community college reimbursable expenditures grew from about $14 million to $118 million. Costs per student also increased, but less rapidly than inflation.

Community colleges depend on three main money sources. Local property taxes provided over 42% of community college revenues in 1980-81, State funds 38%, and tuition and fees about 20%. Within these averages, individual college financing ranges widely. Dependence on local taxes varies between 25% at Portland Community College and 56% at Clatsop Community College. Portland obtains 26% of its support from tuition, while Blue Mountain (Pendleton) gets only 12% from student charges. State support ranges from 31% of revenues at Clackamas Community College to 48% at Rogue (Grants Pass).

The State reimburses community colleges based on a per student formula. The State outlay per student hasn't increased in several years, so State support for community colleges is decreasing as overall costs rise. In 1982-83, the State share is expected to fall to about 31% of total revenues, having declined rapidly during the past five years from 46% in 1977-78.[1]

[1]State funding for community colleges and other components of public education is discussed further in "A Guide to Public Education Finance in Oregon," available from FORE.

EDUCATION TRENDS:
THE PAST 5 YEARS AND 15 YEARS



Source: Educational Coordinating Commission, Department of Education, Board of Higher Education, Chastain Economic Consulting

Higher Education: State Share Declining

Oregon's historically strong commitment to post-secondary education has produced a system of eight public universities and colleges, as well as directed some support to a group of two dozen independent colleges.

In recent years, the State's financial commitment to higher education has weakened. Since 1967-68, the State share of higher education expenditures has declined while the student share has risen. The level of federal support has remained fairly constant. Traditionally, about two-thirds of instruction costs at colleges and universities were financed by the General Fund, and one-third by students. However, by 1982-83, the State picked up only 57% of costs for higher education, while students paid a growing share.

Primary revenue sources for higher education instruction are State General Fund appropriations, student tuition and fees, federal funds, and other sources including gifts. For the 1981-83 biennium, the State will have contributed 31% of the total, with 53% derived from student tuition and fees, and 16% from federal funds.

Enrollments in public higher education institutions have remained relatively stable over the past 15 years, but have begun to decline. Total enrollment fluctuated between 43,000 and 53,000 (FTE) students. However, state colleges' and universities' share of post-secondary enrollments fell from over 60% to about 40%, while community college enrollment grew rapidly.

Sector Comparisons: Only K-12 Spends Faster Then Inflation

To compare how demographic and financial trends have affected the various components of statewide education:

- **State appropriations for education over the past 15 years have increasingly favored elementary/secondary education.** School districts have received relatively more of the State purse than community college or higher education sectors. State spending for both post-secondary sectors has risen less than inflation.
- **Spending per student has increased more rapidly for elementary/ secondary education than for the other sectors.** Statewide K-12 spending per student has exceeded inflation throughout the 15-year period. Higher education expenditures per student surpassed inflation over the 15-year period, but rose less than inflation during the past five years. Community college costs per student grew less rapidly than inflation through the entire period.
- **Only community colleges have experienced steady growth in enrollment.** Elementary/ secondary enrollment peaked in 1970, and has declined every year since then. Higher education enrollment declined slightly over the past five years. Community college enrollment grew rapidly before leveling off in 1981-82.

ENROLLMENT SHIFTS

	1967-68		1981-82		
	FTE Enrollment	% of Total	FTE Enrollment	% of Total	% Increase
ELEMENTARY/SECONDARY	460,371	—	437,068	—	(5.1)
POST-SECONDARY					
Community Colleges	13,998	20.6	54,125	43.9	286.0
Independent Colleges	10,999	16.2	15,938	12.9	45.0
State Colleges/Universities	42,820	63.1	53,285	43.2	25.0
TOTAL	67,817	100%	123,349	100%	82.0%

Source: Oregon Educational Coordinating Commission

WHAT OREGON OPINION LEADERS SAY ABOUT EDUCATION

FORE asked forty-five leaders from fields of public and private education, government and business to discuss their views on education.[1]

A Crisis in Education Finance

Despite the diverse backgrounds and opinions represented, policymakers concurred on a number of critical issues and problems:

- A serious education finance problem has developed in Oregon, and will persist and deepen unless the revenue raising and spending patterns of the past two decades are changed.
- Oregon's system of elementary and secondary schools, where most state and local education dollars are spent, is likely to become increasingly a state responsibility in the future.
- Community colleges have generally met diverse community needs successfully. But areas of overlap and conflict with elementary/secondary schools and higher education are emerging. There is a need to rethink the mission of community colleges, placing them in the proper context of other public education components.
- The quality of Oregon's institutions of higher learning, vital to the state's economic outlook, has been neglected and must receive immediate attention.
- Despite more money being spent, quality has declined in all education segments. Quality has been sacrificed in Oregon's education system priorities to achieve wide geographic and programmatic access.

Looking for Solutions

There is less consensus among observers on how to treat the problems they diagnose. Observers outside the education system often prescribe major surgery, while most education leaders prefer a cautious approach. But there are some important areas of agreement:

1. Education costs must be managed more rigorously and professionally than they have been during the past era of expansion.
2. Stronger central policymaking by the Governor and Legislature is needed to better coordinate all elements of the education system, and to better balance state and local financial resources with the needs and opportunities of each sector.
3. A closer alliance between education and business is necessary, particularly due to expansion anticipated in high technology and information fields.
4. The quality of Oregon's statewide education system, and the quality of its products, must receive more attention at all levels.

[1]Survey results are summarized in "Oregon Education: Views of Oregon Opinion Leaders," available from FORE.

ELEMENTARY/SECONDARY SCHOOL FINANCE

Where Most of the Money Goes

Revenue and spending patterns over the past fifteen years indicate that most of the education dollars in Oregon go to elementary secondary (K-12) education.

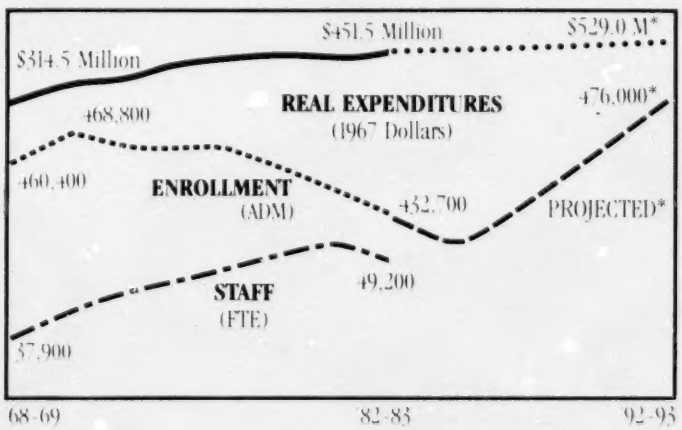
A detailed analysis of K-12 school finance was carried out for this study. Forty variables related to education finance were tracked, including school staff numbers, salaries, total expenditures, and revenues from various sources. These education figures were then matched with other economic and demographic factors, such as gross national product, personal income, population, spending by other governments, and inflation indices.[2]

K-12 Highlights: Falling Enrollments, Rising Expenditures

Significant findings concerning the financial status of elementary secondary education in Oregon:

- Enrollment in Oregon's elementary secondary schools peaked in 1970 and has declined steadily and significantly — 7.7% statewide — since then.
- However, statewide public school employment continued to grow for another decade, not leveling off until 1979-80. Over the 15-year period, elementary secondary school employment increased 21% to 72,000. As a result, the student staff ratio fell.

[2]The results of this analysis are contained in "Financial Trends and Analysis: A Developing Crisis in Elementary Secondary Education," available from FORE.



K-12: REAL SPENDING AND EMPLOYMENT GROWTH, WHILE ENROLLMENT DECLINES

*Projections are taken from "Financial Trends and Analysis: A Developing Crisis in Elementary Secondary Education," available from FORE.

Source: Department of Education, Oregon Educational Coordinating Commission, Chastain Economic Consulting

- On a per-student basis, real costs climbed 51% over 15 years. Operating expenditures increased approximately 400% in the 15 years, averaging 10.4% annual growth. Inflation increased 279% in the same period, or 7.1% per year. Thus, real expenditures — the amount of spending above inflation — grew 2.6% annually.
- A shift to State funding fueled the real spending growth. The Legislature's appropriations to the State Basic School Support Fund (BSSF) grew more than twice as fast as inflation over the 15 years. At the same time, total State outlays for elementary/secondary education, including schools' share of property tax relief, increased even faster (621%). State school funding as a percentage of Oregon personal income nearly doubled, rising from 1.2% in 1968-69 to 2.0% in 1982-83.[1]
- While in real dollars, K-12 school spending experienced dramatic growth, the revenue necessary to sustain that growth was not derived from property taxes. Local school and ESD levies, in constant dollars, remained fairly level over the 15 years, moving up slightly in the past two years.
- Average teacher salaries were not helped by the real growth in school expenditures. In constant dollars, while average salaries fell 10% over the period, combined salaries and benefits appear to have at least kept pace with inflation. There is a lack of data at the State level to allow full analysis of teacher salary and benefit costs.

[1]Excludes ESD and State Department of Education expenditures associated with elementary/secondary education.

How Oregon Compares With Other States

To better understand the importance of trends in elementary/secondary education finance, Oregon's system can be compared with other states. Interstate data published by National Education Association reveal:[2]

Demographics: While Oregon's per capita income increased faster than that of most states during the 1970s, at $10,008 it still ranks 30th, below the U.S. average of $10,491. Oregon's population is older than that of most states, a characteristic which contributes to the state's ranking of 45th in percentage of school-age children.

Taxes: Oregon's state and local tax burden is high compared to other states. In 1981 Oregon ranked 14th in state and local tax collections as a percentage of personal income (up from 23rd in 1980). Our property tax burden ranked us 9th as a percentage of personal income in 1981 (15th in 1980). Oregon remained the second highest in individual income tax collections both years, on both a per capita and percentage of personal income basis.

Enrollment: Oregon's elementary/secondary system is experiencing a faster enrollment decline than most states. The number of high school graduates fell over 6% between 1977 and 1982, or 7.7% over the twelve-year period between the 1970 enrollment peak and 1982. This decline occurred despite the state's high percentage of public school enrollment: 94% of Oregon's school age children are enrolled in public schools.

School and Class Size: Oregon's 310 school districts place it above the median in number of K-12 units, although four states have over 1,000 districts. The student/teacher ratio, though, is below the norm in Oregon (16.17 Oregon students per classroom compared to 16.92 national average in 1981).

School Spending: Oregon ranks very high in per capita state and local expenditures for public schools (4th), and in school spending as a percentage of personal income (6th). This contrasts with Oregon's median ranking (26th) for total education expenditures per capita, which includes community college and higher education spending.

Spending Per Student: Oregon expenditures for public elementary and secondary schools are high, ranking the state 7th overall. NEA estimates show spending per student in Oregon was $3,400 for 1981-82, more than 25% above the national average. Expenditures per pupil grew 245% in the decade between 1971-72 and 1981-82, placing Oregon's spending growth 7th of 51 states and territories.

Teacher Pay: Average salaries for instructional employees in Oregon have grown faster than most states during the past decade, expanding 115% between 1971-72 and 1981-82. As a result, Oregon ranks 12th in the U.S. Teacher pay in Oregon closely follows other western states, however, which are generally higher than the national average. In contrast, Oregon community college salaries are about average, and university salaries are low. Oregon professor salaries ranked 37th in 1980-81 and averaged only 15% above Oregon's relatively high K-12 teacher pay.[3]

Administration: Oregon spends more per student for school administration than all but two states — Alaska and Colorado.

[2]"Ranking of States, 1982," NEA Research memo, National Education Association, Washington, D.C., 1982.

[3]NEA data vary slightly from 1980-81 figures compiled by the Chronicle for Higher Education and Oregon Educational Coordinating Commission.

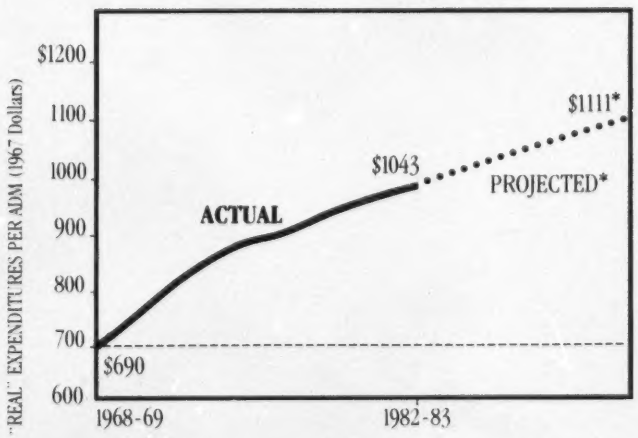
State Funding Formula's Impact on Local Districts

Effects of the State funding formula on a sample of 42 Oregon school districts, large and small, throughout Oregon, were examined as part of the study. The results suggest a wide range of school finance patterns, despite the State's effort to equalize funding:

- **Current expenditures per student range widely, from under $2,000 per student to $4,800 per student in 1982-83 — a range of over 140%.**
- **State Basic School Support to K-12 districts (BSSF) also varies consider-**

(Continued)

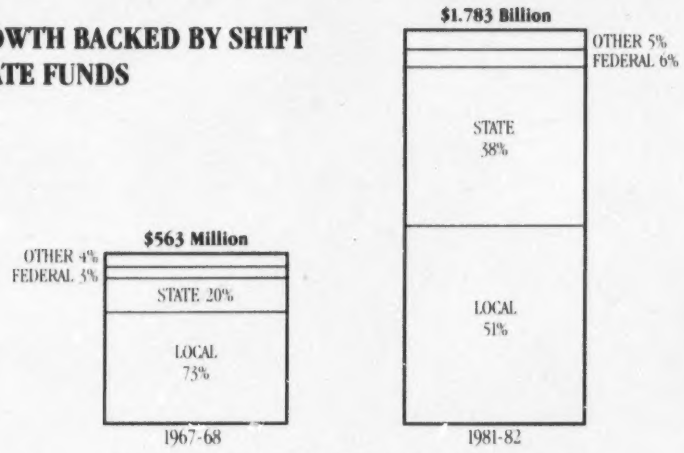
ELEMENTARY/SECONDARY SPENDING PER STUDENT RISING FASTER THAN INFLATION



*Assumes 1.6% Annual Growth in Real Operating Expenditures

Source: Department of Education, Chastain Economic Consulting

K-12 SPENDING GROWTH BACKED BY SHIFT TO STATE FUNDS



ELEMENTARY/SECONDARY TOTAL BUDGET REQUIREMENTS

Source: Department of Education, Chastain Economic Consulting

ably, from $711 to $1,653 per student in the districts examined.

- **Oregon school districts vary substantially in their ability to provide a uniform education program.** Property value per student ranged from $75,500 to over $500,000 in the districts studied. Districts with more property wealth are able to finance their programs at lower tax rates, and are therefore more likely to receive local taxpayer support.

- **The BSSF formula, designed to reduce statewide inequity in school funding, does not achieve a high degree of equity.**

Oregon is a diverse state covering vast geography and possessing a wide mix of urban and rural communities. Its 310 school districts range in size from Plush 18 in Klamath County, which has 4 students enrolled, to Portland District 1J, with 48,175 students. Assessed value, upon which local school taxes are based, also varies widely among the districts.

As State spending for elementary/secondary education grew over the past decade, an intricate formula has evolved to reflect and lessen some of the disparities in school district size, wealth, and circumstances. The formula treats each district separately, distributing State funds based upon a district's size, property wealth, expenditures per student, and other factors.[1]

[1]The BSSF formula is explained in "A Guide to Public Education Finance," available from FORE.

CONCLUSIONS

1. Over the past 15 years, there has been a significant shift in education spending priorities at the state level in Oregon, away from higher education and toward elementary and secondary (K-12) education. Meanwhile, exclusive of State-supported property tax relief programs, direct local support for K-12 education has remained at about the same real-dollar level. The State's role is even more pronounced when the effects of tax relief programs are taken into account. In the same period, higher education has come to rely more heavily on tuition increases. Community colleges are increasingly fending for themselves, successfully obtaining local tax support while raising tuition and fees.

2. The shift in education priorities has not been based on explicit executive initiative, legislative direction, or general public discussion. Statewide, education remains a structure of many independent parts, with no systematic process for policymaking and accountability. The result is expansion of state support for education without clear priorities and increased support among components of the system, and increasing public critics of effect.

3. Recent spending trends for elementary and secondary education do not appear to be sustainable. K-12 expenditures continue to grow significantly faster than inflation and faster than personal incomes in Oregon, despite substantial decreases in enrollment. The disparity between resources and spending cannot be sustained indefinitely. Adequate expenditure controls appear lacking; incentives for improved productivity rather than increased spending are not evident. There is a need for more professional stewardship of limited resources to achieve critical performance [illegible] in Oregon's [illegible]

5. [illegible] The present intricate arrangement that determines the levels of public investment in various components of public education is understood by only a handful of technical experts. A more accessible finance system is needed to promote better understanding, informed discussion and support.

6. Despite the greatly increased level of public investment in Oregon [illegible] during the past two decades, the quality of education [illegible] are [illegible] in quality [illegible] form of basic access and [illegible] opportunities rather than [illegible]

DOCUMENTS AVAILABLE FROM FORE

Four technical reports prepared for the study are available from the Foundation for Oregon Research and Education.

Oregon's Education System: An Overview
A primer that explains components of the statewide education system, and how they intertwine. The finance and decision-making structure uncovered and explained in plain English.

A Guide to Public Education Finance in Oregon
Sources of Oregon public education dollars, and where the money goes in elementary/secondary education, community colleges, and higher education.

Oregon Education: Views of Oregon Opinion Leaders
Tackling the state's education finance crisis: results of interviews with forty-five leading Oregonians.

Financial Trends and Analysis: A Developing Crisis in Elementary/Secondary Education
A close-up look at the intricate system that supports public K-12 schools. Where the schools get funds and how the money is spent — an exhaustive 20-year record. Comparisons among Oregon school districts and with other states.

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